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ABSTRACT

In the first two years of a three year project, the Youth-Community Coordination Project assisted five communities in five different states (Washington, Colorado, South Carolina, Georgia and Rhode Island), in developing more effective methods of dealing with problems of youth development. A profile of youth needs, attitudes and problems within the five communities were assessed by a specially designed youth needs assessment questionnaire. The project emphasized community interagency development and juvenile prevention. The project's objectives were improvement of interagency communication, development of a youth need assessment data base, promotion of acceptance of the youth project, and minimization of interagency competition for resources, and creation of replicable program models. The responsibility for coordinating and facilitating the youth project's goals and objectives were delegated to community coordinators. The community coordinator developed and accomplished the specific project objectives in the areas of family life, juvenile justice, recreation, education, and youth employment. A chart of the youth service system's model is included in the appendix. (Author/JP)

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YOUTH-COMMUNITY COORDINATION PROJECT

March 1977

This is the second annual report of the Youth-Community Coordination Project, funded under Grant No. 77-DF-99-0036 from the Office of Juvenile Justice and Delinquency Prevention, Law Enforcement Assistance Administration, United States Department of Justice.

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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ABSTRACT

This is the second annual report on the Youth-Community Coordination Project. Since 1974 this demonstration project has been conducted by the American Public Welfare Association with funding from the Law Enforcement Assistance Administration.

The project attempts to assist five communities in five different states to develop the capacity to cope with problems of youth development. The emphasis is on community development and prevention rather than remediation or rehabilitation. While the project offers no new funds to the site communities, there is a strong emphasis on coordination, planning, and, hopefully, a better distribution of existing resources for youth.

There are six research and feedback instruments used by the project. Each provides unique information that is relevant to assessing the position of communities with respect to their youth service delivery systems, the needs of youth, and the capacities to meet those needs. Among the project's goals is establishment of a data base which supports planning activities by administering and analyzing all six instruments.

A planning group and sanctioning group are also organized by a community coordinator at each site in order to develop and accomplish specific objectives in the areas of family life, juvenile justice, recreation, education, and youth employment.

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INTRODUCTION

The Youth-Community Coordination Project has been in operation since November 1974 with funding from the Law Enforcement Assistance Administration. It was developed in response to growing national uneasiness about the increasing rate of juvenile delinquency, a specific concern within the American Public Welfare Association about the leadership role of public welfare agencies in coping with this problem, and organizational and conceptual shifts which were emerging at the federal government level. These factors helped shape the project's philosophical base, organization, and goals.

The basic premise of the project is that programs for youth that are developed by a coordinated planning body in response to identified needs will provide better services to the community. To demonstrate the viability of that premise, the project employs a full-time community coordinator in each of its five sites. Responsibilities of the coordinators include organizing sanctioned planning structures and establishing a community data base to support planning activities. Members of the national staff provide technical assistance and supervision in support of on-site project activities.

This report elaborates on the progress which was made in 1976 toward meeting project goals. The final sections of the report are devoted to Lessons Learned, Project Sanction, and Summary and Future Prospects. These sections are meant as a guide to others who may contemplate developing similar efforts in their communities.

I.

HISTORICAL PERSPECTIVE

In the early 1970's, as reports of rising juvenile crime rates were publicized by the news media, communities experienced the effects of this social problem to a greater degree than ever before. The courts, law enforcement agencies, and social welfare agencies were allocating increasingly larger proportions of their resources to programs dealing with children and youth apprehended for delinquency and status offenses. Large sums of federal and state funds were being spent on programs to rehabilitate these youth without a corresponding decrease in juvenile delinquency rates. Against this backdrop, the Office of Youth Development (OYD), then responsible for juvenile delinquency programs at the Department of Health, Education and Welfare, began searching for a different approach to this dilemma.

Concurrent with OYD's search for new ideas, there was a general shift in thinking about what the appropriate role of federally sponsored programs should be in addressing local problems. There was also a growing trend toward decentralization of decision-making within federal agencies and delegation of some functions to regional and state offices. As a part of this trend, the Juvenile Justice and Delinquency Prevention Act (1974) shifted the responsibility for juvenile delinquency programs to the Office of Juvenile Justice and

Delinquency Prevention (OJJDP) under the Law Enforcement Assistance Administration (LEAA).

The Youth-Community Coordination Project built on these trends and concerns. It also adopted the National Strategy for Youth Development and Delinquency Prevention which had been developed by the Office of Youth Development four years earlier. The Strategy had two basic components--one methodological, the other philosophical. The methodological component, known as capacity building, stressed the role of federal agencies and federally funded projects in helping local governments and agencies to plan and manage preventive youth programs which reflected local conditions and needs. The philosophical component was based on a youth development approach which examined the effects of primary social institutions on youth (i.e., family, education, employment, justice, welfare).

The underlying premises of that philosophy were that:

(1) In order for youth to grow up with a commitment to socially acceptable behavior standards, community institutions must permit them to experience rewarding and legitimate social roles;

(2) Some youth are denied access to legitimate social roles due to premature or otherwise inappropriate negative labeling by the community's primary social institutions;

(3) Youth who are "tagged" with inappropriate negative labels which limit their access to desirable social roles lose their commitment to behave in socially acceptable ways--become alienated from society--and find substitute, anti-social behavior patterns (e.g., commit status offenses or delinquent acts).

In addition to the National Strategy, the Youth-Community Coordination Project adopted the national priorities of the Office of Juvenile Justice and Delinquency Prevention:

(1) Deinstitutionalization of status offenders;

(2) Diversion of youth from the formal juvenile justice system;

(3) Reduction of serious juvenile crime; and

(4) Prevention of juvenile delinquency.

These priorities would be stressed in setting project goals in local communities.

The role of public welfare agencies in youth development and juvenile delinquency prevention programs was another concern which helped shape the project. The American Public Welfare Association had long been involved with issues, policies, and legislation related to youth development. In 1954 the Association published a policy statement, following active study by its Board of Directors, stressing the inherent linkages between the public welfare and juvenile justice systems and the need for public welfare agencies

to provide leadership in developing youth programs. This concept was expanded in 1958 in an Association pamphlet, "Public Welfare Services and Juvenile Delinquency". In 1973, with joint funding from the Office of Youth Development and the Community Services Administration, Department of Health, Education and Welfare, the American Public Welfare Association conducted a series of regional seminars which convened public welfare administrators from across the nation for the purpose of defining legitimate interrelationships which exist between the public welfare and juvenile justice systems.

These seminars resulted in the identification of concerns of the Association's members about the National Strategy and the relationship between the public welfare and juvenile justice systems. Paramount among these were:

(1) The need for coordination among all agencies which provide services to youth;

(2) The need to involve the public welfare sector as a primary facilitator in coordination efforts among human service agencies; and

(3) The need for technical assistance from a source with a special interest in public welfare (APWA) with respect to the National Strategy and the establishment of new relationships with LEAA and the state law enforcement planning agencies.

In summary, the Youth-Community Coordination Project was shaped by its historical context. It drew from that history and wove the emergent ideas of its time into a cohesive demonstration project. The four most important threads were capacity building, the philosophy espoused by the National Strategy, the national priorities of the Office of Juvenile Justice and Delinquency Prevention, and the need for cooperation between public welfare and juvenile justice systems. As subsequent sections of this report will reveal, the organization, methods, goals, and progress of the project are tied closely to these conceptual threads.

II.

GOALS AND OBJECTIVES

Goals

The Youth-Community Coordination Project emphasizes community development rather than individual remediation. Its goal is to establish a coordinated, data-based planning process in five communities which involves youth related agencies as well as citizens. This process serves as a vehicle for building a youth service system that is responsive to the identified needs of youth and includes programs that are consistent with the values of the National Strategy. The maximum utilization of existing resources and development of programs that address the national priorities of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) are primary concerns.

Objectives

Embedded in its approach are the following project objectives, each of which is linked to the organization and methodology employed by the project:

(1) To develop community planning structures which bring together representatives of youth-related service agencies and institutions for the purposes of improving interagency communication, defining areas of shared concern and responsibility, and

encouraging coordinated planning of programs for youth;

(2) To develop a community data base which supports planning and programming decisions that maximize coordination and youth service system development;

(3) To promote knowledge and acceptance of a coordinated, data-based approach to planning which minimizes competition for resources and maximizes goal sharing and joint program development;

(4) To create effective models for establishing the credibility of the project's philosophy and goals so that they can be transferred to other community settings.

III.

METHODOLOGY

Staff Responsibilities

The Y-CCP employs a national staff--Project Director, Assistant Project Director, Technical Analyst, and Secretary--all stationed in the offices of the American Public Welfare Association in Washington, D. C. The responsibilities of the national staff include administrative and fiscal supervision of the project, intersite coordination, training of site coordinators, technical assistance, and dissemination of the project's results. In addition there is a national advisory committee which includes representatives of organizations that share the concerns expressed by the Y-CCP and can link it to related activities throughout the country.

While the national staff can provide direction and motivation, the real key to project success rests with the five community coordinators (one per site) who are also employed by the project. Each coordinator is responsible for working toward achievement of the project's goals and objectives in his/her community. Selection of the community coordinators is the joint responsibility of the Project Director and the director of the subcontracting agency which sponsors the project in each local site. While the community coordinators receive technical supervision from the Project

Director, operational supervision is provided by local subcontractors. The local site communities and project subcontractors are:

*Charleston, South Carolina	- Trident United Way
Jefferson County, Colorado	- Board of County Commissioners
**Providence, Rhode Island	- Office of the Mayor
Savannah, Georgia	- Chatham County Board of Health dba Comprehensive Mental Health Center
Tacoma, Washington	- Washington State Department of Social and Health Services and the City of Tacoma

*The project was affiliated with the Charleston Department of Social Services through October 31, 1976.

**Providence is no longer a project site, effective December 31, 1976.

IV.

RESEARCH

To support its research efforts, the project maintains a technical assistance agreement with the Center for Action Research and the Behavioral Research Institute, both located in Boulder, Colorado. These organizations have developed several community research and feedback instruments; six of those instruments are used by the project. They are the Youth Needs Assessment, Community Resources Questionnaire, Systems Description, Impact Evaluation, Flow Analysis, and Social Area Analysis*. Data from each instrument provide unique information that is relevant to assessing the position of a community with respect to its youth service delivery system, the needs of its youth, and its capacities to meet those needs. Data from the complete package of instruments provide a foundation data base for joint agency planning of youth service programs. The following is a brief description of each instrument:

Youth Needs Assessment

The Youth Needs Assessment is a questionnaire designed to provide baseline data about the needs of all youth in a community--to profile youth needs, attitudes and problems, and identify specific groups with particular needs. In

*A complete description of the research strategy can be found in Research Handbook for Community Planning and Feedback Instruments (Revised), Vol. I, Behavioral Research and Evaluation Corporation, April 1976.

addition, when analyzed in conjunction with data from the Community Resources Questionnaire, the Youth Needs Assessment data provide a measure of the "mesh" between youth's perceptions of needs and the perceptions of youth-serving agencies.

Community Resources Questionnaire

This questionnaire is completed by key staff members of agencies which provide direct services to youth. It provides an inventory of the quantity and types of services available to youth; it also depicts geographic areas served and lists the characteristics of service users. In addition, it includes the responses of staff members to the identical list of youth needs contained in the Youth Needs Assessment. Analysis of these data gives planners the capacity to assess each agency individually as well as to make comparisons between agencies with regard to certain parameters (e.g., commitment to the National Strategy, degree of service integration, and perceptions of youth needs).

Systems Description

The Systems Description Survey addresses itself to the complex interrelationships which exist among agencies and seeks to define those with respect to six (6) dimensions--each agency's approach to youth development and juvenile delinquency prevention, the degree of each agency's involvement in efforts to develop a coordinated youth service system, each agency's perception of the youth service

system's effectiveness, the level and type of exchanges among agencies, the degree of interdependence among agencies, and the feelings of agency staff members about other agencies.

Impact Evaluation

This instrument is intended to evaluate selected programs with respect to their success or failure in influencing the attitudes of participants toward key National Strategy concepts. (Did participants' attitudes toward their access to desirable social roles change; did participants' level of self-reported delinquency decrease?)

Flow Analysis

The course of official processing which youth follow in a community's legal system, from apprehension through adjudication, and the degree to which youth are diverted from the juvenile justice system are vital facts which must be known if a system is to be improved. The Flow Analysis enables a community to see how the components of its juvenile justice system interact with each other, with clients, and with related agencies. When viewed in relation to the Community Resources Questionnaire, the data readily reveal whether available resources are being used to divert youth from the juvenile justice system. The data can provide a foundation for planning institutional, procedural, or statutory changes needed to encourage diversion.

Social Area Analysis

This portion of the research taps existing socioeconomic census data to provide a description of sub-areas within a community where people share common personal, social, and economic characteristics. The purpose of this data is to provide information about the potential users of community resources. Such information must be taken into account to formulate meaningful youth services and to evaluate the Youth Needs Assessment and Community Resources Questionnaire data in relation to the community's social organization.

V.

COMMUNITY PLANNING STRUCTURES

The Y-CCP's concept of a Model Youth Service System is predicated on the establishment of two prototype planning structures in each site community--an Executive Youth Council and a Technical Liaison Team. The Executive Youth Council should be composed of elected community officials, key administrators, influential citizens, union/labor leaders, service organization leaders, leaders of major religious organizations, and news media representatives. These individuals have the ability to foster positive community changes consistent with the project's philosophy.

The Executive Youth Council has the following responsibilities:

- Gives sanction to the youth service system;
- Advises the community coordinator;
- Reviews recommendations from the planning group (Technical Liaison Team);
- Assures that recommendations are implemented;
- Publishes a community master plan for youth;
- Works toward the enactment of appropriate legislation; and
- Ensures that the youth service system is permanently staffed and funded so that it will continue after the project ceases.

While the Executive Youth Council has the power to bring about community change, it relies on recommendations from the Technical Liaison Team (TLT). The latter is composed of representatives from a cross-section of agencies and community organizations; its members should also include interested and knowledgeable citizens. The agency representatives are generally planners in their own organizations; the Technical Liaison Team concept offers them the opportunity to coordinate their planning efforts. In addition to coordination, the Technical Liaison Team in each community performs the following functions:

- Supports research efforts;
- Establishes local planning goals and priorities;
- Develops proposals based on the data provided by the research;
- Organizes task forces to address specific youth concerns; and
- Recommends a master plan for youth to the Executive Youth Council.

VI.

COMMUNITY COORDINATOR

The responsibility for coordinating and facilitating the efforts of the Executive Youth Council and the Technical Liaison Team belongs to the community coordinator. (S)he is a full-time community organizer who, ideally, has a basic knowledge of social work, community planning, public administration, and research. Whether or not the youth service system actually gets organized and functions depends largely on his/her efforts.

At this point, the end of the second year of the project, the community coordinators are "growing into" their roles. Most of the initial organization and research objectives have been accomplished.

During the third and final year of the project, the community coordinators are expected to perform the following functions:

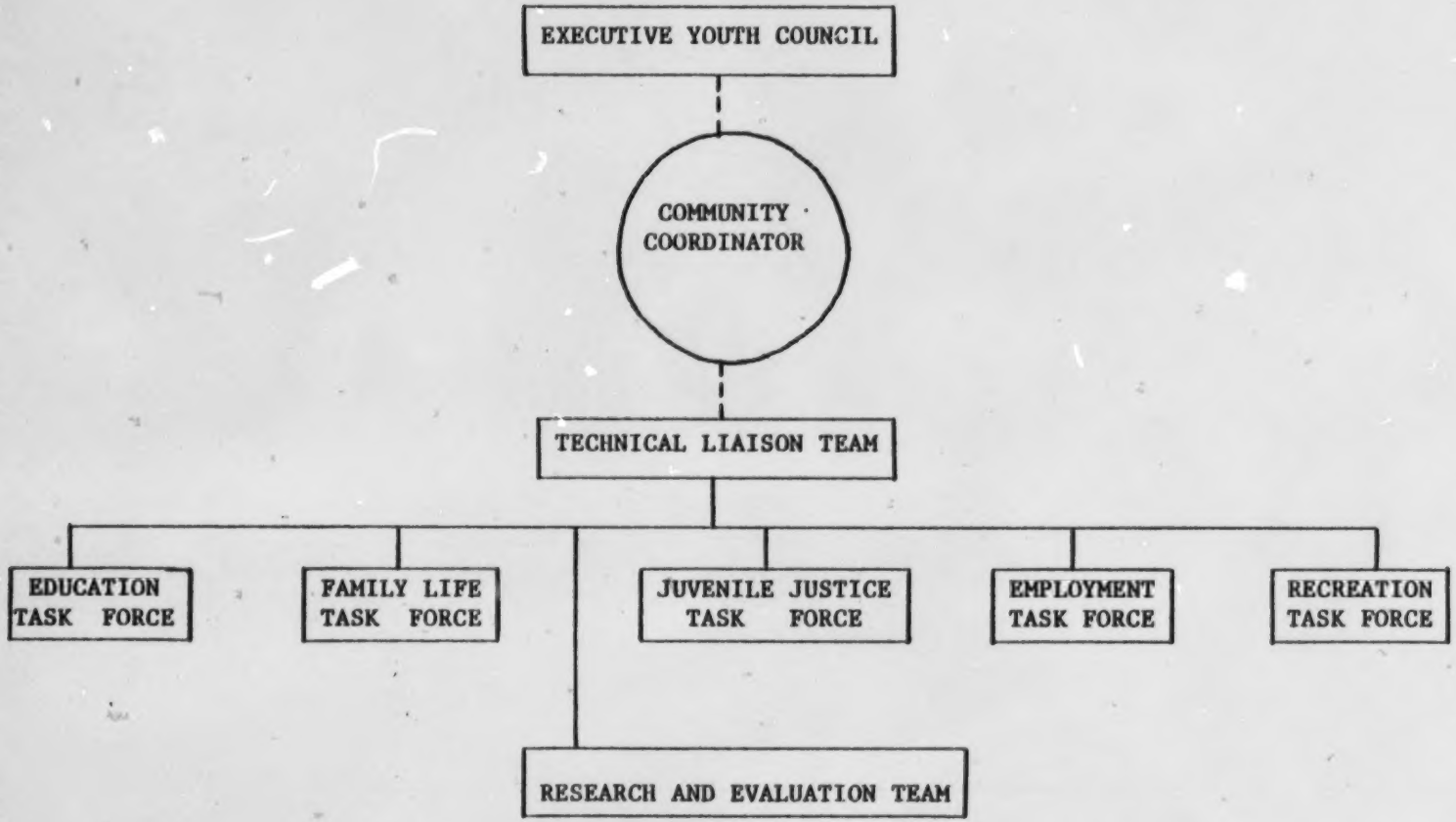
- Act as liaison between the Technical Liaison Team and Executive Youth Council;
- Assure that the Technical Liaison Team and its task forces meet regularly;
- Train and coordinate the Technical Liaison Team;
- Assure that each Technical Liaison Team task force has a viable leader;

- Disseminate information and findings to agencies and news media; and
- Recommend a format for the master youth plan.

The organizational chart*, on the following page, is a pictoral representation of the Model Youth Service System described above.

*See Appendix for Components of a Model Youth Service System, a more detailed version of this chart.

MODEL YOUTH SERVICE SYSTEM



VII.

FIRST YEAR REVIEW

The Y-CCP's foremost objective for its first year was to administer and analyze the six community research instruments. Accomplishment of that objective would have assured the following:

- That each community had the data base needed to undertake comprehensive planning for youth; and
- That the Y-CCP had delivered a tangible "product" which could be used to enhance its credibility within the community.

The national staff also believed that the research process itself would serve as a mechanism to mobilize community support for the project's intent and methodology.

Unanticipated problems emerged which impeded progress during the first year. Goals proved to be overly optimistic, and objectives were partially unattainable. The community coordinators needed more training than could be accomplished in the time allowed. Therefore, they had some problems in establishing their credibility and generating the community support required to conduct sound research. They encountered many unforeseen barriers to developing cooperation among agencies because of agency staff attrition,

the reorganization of agencies, and agency "fears" about loss of power. The task of conducting research proved to be very arduous and complicated, and this took time away from organizational development. Finally, the capacities of some coordinators proved to be incompatible with the objectives that had to be accomplished.

To cope with the lack of community cooperation, a number of local strategies were devised to gain the support needed to complete the research. These were only partially successful. The result was that some sound research was done under less than optimal conditions, while in other instances the research could not be done at all or was inadequate and had to be repeated. In an attempt to deal with the staff problems which surfaced during this period, new community coordinators were appointed in Providence and Charleston prior to the start of the second year.

Despite the problems, some progress was made. In a number of sites, a sufficiently good job was done with the research instruments to provide a solid data base for planning. In those communities, the research results excited some individual and agency interest in the project. At other sites, although the research component was not satisfactorily completed, the lessons learned served as the basis for rethinking some aspects of the project's strategy and stressing new priorities that proved more successful during the project's second year. In addition, relationships with

local subcontracting agencies were established which will become the basis for institutionalizing the project during its final year. The rudiments of a Technical Liaison Team were organized in each site community.

VIII.

SECOND YEAR ACCOMPLISHMENTS

Refunding of the project became an issue in January 1976, and changes in staff at the national level were made the following month. Project objectives were redefined which generated new support for the Youth-Community Coordination Project and strengthened the American Public Welfare Association's project capabilities. However, negotiations with the Law Enforcement Assistance Administration around the issue of refunding continued for several months into the second project year. As a result, staff morale decreased and a great deal of energy, which might have been focused on the achievement of project objectives, was consumed by concerns about whether or not the project would even continue.

The national staff worked with LEAA officials to resolve the questions which arose during the reapplication process, and the project was finally refunded for its second year in June 1976. Close communication between national staff and the community coordinators during that period of uncertainty helped to ease the coordinators' discomfort and focus their attention on accomplishment of project objectives. Words of assurance from the LEAA project monitor and the national advisory committee were also helpful.

Significant accomplishments were achieved during the second year of the project which indicate that it may reach its potential despite the aforementioned uncertainties. Each site made substantial progress toward completion and refinement of the research component. Implementation of the Model Youth Service System, described on pages 18-20 and graphically portrayed in the Appendix, began. Considerable progress was made toward establishing the planning structures needed to realize the system's potential in each site. Significant events in four of the five sites indicate that the stage is set for institutionalizing a youth service system which will remain intact after the project ceases.

The following summary of each site's major accomplishments does not include every activity. Only those accomplishments that were central to moving the project toward achieving its primary goals or that illustrate some special problem solving process are highlighted.

Tacoma, Washington - George Dignan,
Community Coordinator

At this site, the coordinator gained national recognition by completing an outstanding Youth Needs Assessment (YNA). When the school system would not permit that research instrument to be administered during class time, Mr. Dignan mobilized CETA workers and youth volunteers to interview a probability sample of 1109 youngsters in their homes. Other research accomplishments include the completion of a Community Resources Questionnaire, a Social Area Analysis, and an Impact Evaluation of a cross-age tutoring program sponsored by the Urban League.

While these are substantial accomplishments, what is more significant is how the results have been utilized to develop meaningful coordination and planning at the site. The most valid and reliable research results are meaningless if they are not transformed into concrete actions; in Tacoma, this transformation is clearly evident.

The YNA identified lack of employment and recreation as two outstanding problems of youth. "Not enough different kinds of things to do" was identified as a problem by 53.0 percent of the youth, while being unable to locate a job was an identified problem for 39.1 percent of the youth. The Tacoma Technical Liaison Team utilized these

findings to involve community interests in the planning process. The local chapter of the National Alliance of Businessmen (NAB), the Comprehensive Employment and Training Act (CETA) program, and the schools, among others, began working together to design programs which focused on youth employment and recreation.

A summer employment program emerged which used the resources of the local NAB, along with four youth employed by CETA, to develop summer employment opportunities for youth. The youth employment program, although small, was successful at several levels:

(1) It provided employment for some youth who would not have otherwise had that opportunity;

(2) It combined the resources of private industry and public agencies to accomplish a mutually desirable objective;

(3) It showed clearly how the use of a data-based, coordinated approach to problem solving could be effective; and

(4) It provided access to positive social roles for youth, thereby reinforcing their commitment to socially acceptable behavior.

The Technical Liaison Team engaged other community groups in another effort to create opportunities for youth

employment. In cooperation with the Department of Human Development, it developed a program which created meaningful work experiences in the building trades for high school students.

There are three phases of the Career Education/Work Experience Project. Each is a combination of classroom experience and on-the-job training, with the emphasis shifting to more on-the-job training as the youth progresses from one phase to another. In order to maintain an optimal staff/student ratio, the design allows no more than 24 youth to participate at any one time. Students receive school credit for their work experience.

This program is a component of an ongoing home repair project sponsored through CETA for adults. The program is designed to:

(1) Provide a combination of work experience, training, and education for eligible youth;

(2) Assist youth in making the transition from school to work;

(3) Increase the self-confidence of youth by providing them with the opportunity to learn marketable skills and work on a community service project.

This program is significant in that it draws upon the resources of multiple community organizations, including

the unions, building industry, schools, social service agencies, and CETA, to create a coordinated approach to solving youth identified problems. Its development reinforces the credibility of the Y-CCP's belief that coordinated, data-based planning can be utilized as an effective problem solving approach. The program also meets two needs identified by youth--the need for employment and the need for more relevant school experiences.

The YNA data were also used in developing a program that addressed the identified need for recreation. The team gained the cooperation of school officials to start a pilot program which operated at one school during Spring 1976. That program was highly successful and prompted the development of an expanded summer program. The summer program utilized five school facilities, which would have otherwise been unused, as sites for recreation. The five schools were open from 10:00 a.m. to 4:00 p.m., Monday through Friday, for five weeks, beginning July 12, 1976. In addition, one school was open from 6:00 p.m. to 10:00 p.m. three nights a week for an eight-week period beginning July 5, 1976. All schools had the same activities available and were staffed by professional as well as paraprofessional staff. The program was systematically evaluated to capture data from participants, their parents, and the staff.

The recreation program, like the employment programs, was successful on several levels:

(1) The program provided youth with an alternative to the undirected idleness which faces most young people during the summer months;

(2) It showed that school facilities could be used for community recreation without fear of damage and destruction; this removed a myth held by some school officials;

(3) The process used to develop the program followed a logical progression from assessment of need, to coordinated, planned program development, to program implementation, through evaluation. This reinforced the Y-CCP's basic contention that such a process is an effective means to develop youth services.

What may be most important about these examples is their potential for long range institutional change. As a result of the summer recreation program's success, recommendations were submitted by the Director of the Tacoma Department of Human Development to the City Manager suggesting that three schools be used as community centers during the 1976-77 school year following the model established by the summer recreation program. It was further recommended that neighborhood residents be involved in program development

and that program administration be handled cooperatively by the school district, the City of Tacoma, and the Metro Park District. These recommendations demonstrate the cumulative effect that can occur when coordinated planning is used as an approach to problem solving.

As a result of the summer youth employment program, representatives from the national office of the National Alliance of Businessmen have visited Tacoma and have shown an interest in pursuing this model on an enlarged year-round basis in that city. This shift in thinking with respect to NAB's responsibility for coping with youth employment problems holds real potential for the involvement of private industry resources to foster access to desirable social roles for youth through employment. In a similar vein, the Home Repair Career Education/Work Experience Project has initiated a pattern of interagency communication and joint planning that will probably grow and become a model for future efforts to promote integrated youth programs. Discussions are already underway to expand the Career Education Project.

Other efforts which have not produced the immediate programmatic changes that occured in youth employment or recreation have, nevertheless, led to other changes which have benefited youth. For example, the Tacoma Technical Liaison Team has been involved in the collection of data

for the State's Title XX plan and has acted as a review committee for the youth portion of that plan. In this capacity the TLT has had input to the State's allocation of resources for youth services and has influenced the Title XX planning process. This means that the concerns and strategy espoused by the Y-CCP are directly shaping community services in Tacoma.

In a related development, the TLT has helped to prioritize the applications for funding submitted to LEAA from the Tacoma area. This, too, has enabled the Y-CCP to have input to the resource allocation process and translate the project's values and concerns into concrete programmatic expressions. The fact that the TLT has had the opportunity to coordinate LEAA planning with Title XX planning puts it in a very unique position.

In addition, the recently published 1977 Action Plan of the Tacoma Youth Service Bureau (YSB) incorporated a substantial amount of the National Strategy explained in an earlier section of this report. Agency goals were formed which addressed the need for youth to experience rewarding social roles and the need to prevent inappropriate negative labeling in youth programs. Many of the Youth Service Bureau program designs now reflect this philosophical base.

The presence of the Y-CCP in Tacoma and its work to date have generated a climate of concern for youth and have

demonstrated the utility of a comprehensive, coordinated planning process. Tacoma now stands out as a city which is viewed as a desirable site for future youth services programs.

Jefferson County, Colorado - Richard Beye
Community Coordinator

At this site, the Y-CCP has developed quite differently from Tacoma. From the very beginning of the project the community coordinator has enjoyed support from the Board of County Commissioners. At least one of the commissioners has publicly voiced a very firm commitment to the Y-CCP's concepts and strategies. This kind of support has been a real source of encouragement to the coordinator and has significantly influenced the direction taken by the project in Jefferson County.

Although some of the problems encountered by the Y-CCP during its first year prevented the community coordinator from producing YNA results that were adequate for planning, the Community Resources Survey, Flow Analysis, and Social Area Analysis were completed. In addition, though the YNA sample was too small to be statistically reliable, the results of that preliminary effort did point out some areas of concern to the community which prompted action in addressing youth needs. Also, the community has made effective use of the Impact Evaluation instrument which was introduced by the Y-CCP.

As the result of a proposal developed by members of the Technical Liaison Team, which utilized data from the research instruments, Jefferson County was able to attract a $140,505 youth employment grant from the Department of Labor. The coordinator and his TLT used data from the YNA to support the need for the proposed program. In addition, the successful use of the Impact Evaluation instrument in conjunction with a CETA summer youth program demonstrated the community's ability to measure the grant program's effectiveness. This was considered a strong point in awarding the grant--one of only four awarded in the State of Colorado.

The youth employment project, which is already in operation, will have immediate community value since it enables participating youth to work, earn money, and experience the positive roles offered through work. The project design provides for the use of state agencies as job placements for youth; this is the first program which has involved those agencies in that capacity. The school system is cooperating by providing work-related classroom experiences to enrolled youth through its career education programs. Some of the jobs which have become available through the employment project are being reserved for youth referred from the court as part of its diversion strategy.

The tying together of several agencies' resources through the Department of Labor funded project has provided sufficient evidence that joint planning is possible and can be effective. With such an impetus, agencies may be more willing to work cooperatively in other areas. The community coordinator is currently developing a comprehensive youth development/diversion plan in which he expects to capitalize on these linkages. An important aspect of that plan will concern itself with relevant issues in the area of youth employment.

A major concern identified in the Flow Analysis was the variety of procedures used by the various police forces handling juvenile cases. Jefferson County contains a number of small cities, each having its own police force. In addition, there is a county police department that covers the unincorporated areas. The Flow Analysis indicated that disposition of juvenile cases varied greatly depending on where a juvenile was apprehended for an offense. In some areas, referral to the detention center was extremely common, while other areas used a variety of alternatives. Aside from the bitterness and alienation this caused youth, the detention center was equally concerned; these multiple procedures affected its population and operating procedures. The appropriateness of the referrals was an important issue to be addressed.

In approaching the detention problem, the community coordinator involved several members of the Technical Liaison Team. Meetings were scheduled with others to share available data, define the problem, and discuss possible solutions. These meetings led to the development of defined admission criteria for the detention center, and as a result, inappropriate referrals have been significantly reduced. The involved agencies have also begun sharing information about other possible police procedural problems that were identified by the Flow Analysis. A dialogue has begun which may provide the impetus to develop a sanctioned plan to unify all police procedures for handling juvenile offenders. This is a highly sensitive area, since some fear that such action would ultimately result in the creation of a consolidated county police department having jurisdiction over all municipalities. This is an example of how a coordinated effort, focusing on a particular problem, can be used to inspire a broader change. It also points up the political consequences of planning and the caution which must be exercised to prevent disenchantment with the process among its principal players.

Several other events in Jefferson County indicate the Y-CCP's movement toward accomplishing its goals:

(1) The community coordinator and the Technical Liaison Team were asked for their help in preparing the LEAA State Plan. Part of that plan was

a request for funds to conduct a YNA throughout the State similar to the research conducted in Jefferson County by the Y-CCP. More recently, the community coordinator was appointed to the Juvenile Justice Committee, Denver Council of Governments to develop a multi-county plan.

(2) Using data from the YNA to establish need, the Jefferson County Human Resources Council, with assistance from the coordinator, negotiated the creation of a group home for ten youth in need of supervision.

(3) Based on their experience with the Y-CCP, the county commissioners have suggested that similar coordinator positions be established to marshal and promote resource development and planning for other target populations (e.g., the elderly).

(4) Use of the Impact Evaluation technology introduced by the Y-CCP is being institutionalized in the county. The County Department of Social Services has mandated that all new programs be subjected to similar evaluation prior to decisions about continuation, expansion, etc. A researcher already employed by the county is being trained to analyze Impact Evaluation data using the county's computer facilities. This is a significant step, since it ensures that after Y-CCP

technical assistance ceases, the site will have the capabilities to carry out tasks associated with the project's research and planning processes.

(5) Spurred by the continuing need for data on which to base numerous resource allocation and programming decisions, the county has recently begun advocating for completion of an updated YNA. County representatives have participated in meetings with school officials who had previously been reluctant to provide classtime to administer the instrument again. With strong support from county officials, the YNA will be upgraded during May 1977.

Jefferson County has not enjoyed the presence of a highly developed Technical Liaison Team as it exists in Tacoma. It is only now, after two years, that the team has begun to act in concert to effect coordinated planning. However, during the interim, the community coordinator has made substantial use of the research results and has effectively used a personalized brokerage approach to agency administrators, elected officials, and significant others to accomplish project objectives. The project has recently gained sanction through an existing advisory group, the Human Resources Council. The difference in the project's developmental process, as compared to Tacoma, is significant

and can be ascribed to a number of variables.

Charleston, South Carolina - Tony Dukes, Community Coordinator

Implementation of the Y-CCP's objectives at this site has been significantly influenced by events which caused the national staff to make personnel changes and shift the project's methodology during its second year. After nearly a one-year struggle in Charleston, the first Project Director decided that the community coordinator should be replaced. She made a verbal agreement with officials in Charleston to move the Y-CCP from the County Department of Social Services to the State Department of Youth Services. It was felt that a regional supervisor from the latter agency could fulfill the project responsibilities along with his other job duties. It was soon evident, however, that because of his very heavy workload as a direct services manager, this was an impossible task.

The current Y-CCP Project Director renegotiated the agreement in March 1976. The project was transferred back to the County Department of Social Services for an interim period, because the State Department of Youth Services could not be persuaded to designate a full-time community coordinator. In April 1976, a new community coordinator, Mr. Tony Dukes, was appointed.

Since that time, the project has again changed local sponsorship and is now affiliated with the Trident United Way, Inc. Although the immediate impact of these events has been to reduce progress, it is hoped that their long-range effect will be positive.

In coping with the problems at this site, the actions of the national staff, with cooperation from local sponsors, were based on a sound reassessment of the project's priorities and needs. This re-examination took into consideration the experiences the project had during its first year, along with future expectations. The experiences of the other four sites were also considered. As a result, the current community coordinator has been able to make gains at a more rapid pace than was possible at other sites where such pre-knowledge was not available.

Learning from the experiences of the other community coordinators with respect to conducting research, the community coordinator has made effective use of volunteers to complete a Community Resources Survey and Systems Description. The Charleston chapters of the National Council of Jewish Women and the Junior League provided volunteers to conduct the interviews required by that research.

With respect to the YNA, the coordinator attempted to establish good relationships with school administrators in order to gain their cooperation, but this strategy did not

yield the initial results he had hoped for. The school board ultimately rejected the proposal to administer the YNA during school hours. While not exactly a success story, the process provided an opportunity for many influential people to learn about the research and its potential value for planning. As a result, some individuals in key positions are currently exploring alternative ways to gain access to the schools in order to administer the YNA. Even if these strategies ultimately fail to persuade the school system to cooperate with the YNA effort, and the community coordinator must administer the YNA outside the school system, the foundation he has built should provide a responsive audience for the results and make it easier to effectively use the data in planning. In addition, his previous relationship with several large, active service organizations should ease the problem of enlisting help from well-trained, committed volunteers.

Mr. Dukes has already gained some recognition for having expertise in youth development programming. He serves on an interagency committee of professionals which was recently formed to assess the community's approach to treatment programs for troubled youth. Also, a committee formed by the Charleston Department of Leisure Services to design a recreation program for residents in public housing recently came to the coordinator for research assistance. The

coordinator has been asked to become a member of the Work-Education Council formed by the College of Charleston to address the needs of youth making the transition from school to work, and of the Trident 2000 Law Enforcement Task Force which is focusing on local juvenile delinquency prevention issues. While he does not yet have a vast amount of data to share, these events show that his position has gained a measure of legitimacy as a focal point for information and expertise in the youth development area.

The community coordinator has exerted considerable energy in recapturing the momentum which was lost during the previous period of change and uncertainty; he has made significant progress toward accomplishing key objectives. Learning from the early experiences of the coordinators at other project sites, he has concentrated on developing credibility among community agencies and institutions rather than devoting a full-time effort to research. To do this, he has made effective use of his public relations skills in meeting with groups and in responding to the local news media. He recently appeared on an educational television program to discuss the project, and was interviewed by a local television newsman. He has gained exposure through organizational newsletters published by United Way and the local chapter of the National Council of Jewish Women. An article about the project will appear in a local newspaper

as part of a series on youth.

As a result of the progress that the Y-CCP has made at this site, the National Manpower Institute (NMI) has expressed interest in Charleston as a possible site for a future youth project it intends to sponsor. The NMI project would create a consortium in selected cities to develop youth employment councils and opportunities. If it is chosen as a site, Charleston would benefit by receiving technical assistance and money to fund youth related services.

Although the process has moved slowly in Charleston, there is some evidence that the final products will be as meaningful as in the other site communities. In a recent evaluation effort conducted by Y-CCP staff to ascertain community knowledge of the project's purposes and philosophy, Charleston respondents showed a clear knowledge of its goals and agreement with its ideals and its usefulness. The significance of these results rests in the fact that the respondents were individuals from key youth-serving agencies who were <u>not</u>, at the time of the evaluation, formally affiliated with the project through membership on a Technical Liaison Team or Executive Youth Council. The results symbolize the potential that can be created in a community when one takes the time to establish credibility and educate citizens before jumping into action.

Savannah, Georgia - Julius "Boo" Hornstein
Community Coordinator

The community coordinator at this site has focused a great deal of his activity on community education, "climate setting", and research. He has capitalized on his professional knowledge, personal strengths, thorough life-long familiarity with the community, and past experiences to cultivate meaningful relationships with key administrators, elected officials, and influential citizens. As one result, this was the only site where the schools fully cooperated in the administration of the YNA during the project's first year. The availability of those data and the results of the Social Area Analysis were then used to develop community interest in the project.

The community coordinator has participated in many community education programs throughout the year. He conducted a community conference workshop on "Designing Workable Systems for Service Delivery in Abuse/Neglect" at the request of the local Mental Health Association. He appeared on a local "Meet the Press"-type telecast to discuss the project and various approaches to youth services. Along with the community coordinator from Tacoma, he conducted a workshop at the APWA Southeastern Regional Conference which emphasized Y-CCP strategies and goals. Recently, the local newspaper featured a multi-page article about the project in its widely read Sunday edition. These activities, along with

numerous other local presentations, have set a very favorable climate for acceptance of the project's ideas and goals in the Savannah community.

Evidence of the acceptance that has been generated can be seen in the following examples. Mr. Hornstein has acted as a consultant to a group formulating a Big Brothers Program. The Technical Liaison Team, at the request of the Parent and Child Development Services (PCDS) agency, previewed a family counseling program which PCDS planned to introduce at one of the facilities. Negotiations have begun with the Grand Jury to have the Y-CCP recommended as the "official" coordinating agency for youth-related services in the community. The community coordinator has also been working very closely with the Mayor's Youth Advisory Council. Recently, he testified before the Georgia Senate Study Committee on the Deinstitutionalization of Status Offenders.

Program development, in and of itself, is not a major objective of this project. However, the more the Y-CCP is recognized as legitimate locus for information and coordination and is asked to participate in the development or review of programs, the more opportunities arise to include the project's philosophy and strategy in local programs. This has certainly been the case in Savannah.

In the above-mentioned news article on the project, the community coordinator discussed some program ideas he

had for dealing with youth problems identified by the research results. The article generated some interest in expanding recreation programs for youth, and discussions were initiated with school officials to plan two pilot community school centers. The Technical Liaison Team and the community coordinator have cooperated with staff from the public schools to choose two junior high schools as sites for this pilot program. When the community school centers open, they will operate on weeknights to provide residents with a variety of cultural, educational, and recreational activities.

After spending most of his time during the first year conducting research, Mr. Hornstein has begun to focus on coordination and planning during year two. His Technical Liaison Team is dedicated to the Y-CCP approach to planning. They have reviewed the Model Youth Service System and are studying ways that it can be adapted to the local conditions that exist in Savannah. Meanwhile, they are continuing to develop a planning data base to be used in conjunction with the system.

As an example of how they used the process of data collection as a vehicle to foster interagency coordination, the Technical Liaison Team and the coordinator have worked with representatives from the juvenile justice system to construct a unified data collection procedure for planning

and tracking data desired by local agencies, juvenile court, and the State Crime Commission. This new procedure will meet the needs of local and state agencies and will eventually result in a useable Flow Analysis.

The project's progress in Savannah has led the National League of Cities--U. S. Conference of Mayors to recognize the City as one of the ten outstanding communities in the United States where agency coordination and cooperation is taking place. This was a major accomplishment.

During the second year of the project, the coordinator enlisted several individuals to serve on his advisory council. The council is evolving into an Executive Youth Council, and several influential members are beginning to assist the project in some very constructive ways. The Council is actively trying to secure local funding for the project so that it will continue after federal funding ceases on December 31, 1977.

Providence, Rhode Island - Denise Medici, Community Coordinator

Providence is most unique because it is the only site where a coordinator answered directly to an elected official. Not only was she listed as a member of the Mayor's staff, but she was chosen for the job personally and somewhat independently by the Mayor in July 1975. Having access to this kind of political strength should be helpful in

bringing about some agency coordination and in affecting some immediate community changes. However, when the elected official selects other priorities which outweigh the needs of the project, the effect can be negative and even traumatic. That is what occurred in late 1976.

The Mayor's Executive Assistant, who had been a supporter of the project since its inception, resigned. As a result, the Mayor assigned the coordinator to other administrative assignments effective January 1, 1977. Since she could no longer devote full time to the project, and the Mayor's office was not able to fund another separate position, there was no other course of action but to drop the project's activities in Providence as of December 31, 1976.

This decision, while somewhat disappointing, coincided with other observations of the national staff. Providence had been the greatest disappointment of the five project communities, and there was a serious question as to whether or not it should be included in the project's planning for 1977. The Mayor's decision left no further question as to what should be done.

Despite the lagging movement in Providence, there was some progress during the first two years. The community coordinator completed a satisfactory Community Resources Questionnaire and Social Area Analysis. An Impact

Evaluation of the youth diversionary unit of the Family Court was begun in late September 1976. Negotiations with school officials to upgrade the Youth Needs Assessment had begun early in 1976; these had been complicated and delayed by changes in school administrative staff. With the decision to drop this site, these negotiations ended without the research being completed.

The community coordinator had established a planning team which met several times. The team's initial responsibility was to review the research instruments, especially the Youth Needs Assessment, and help generate the support needed to implement the research strategy. Personnel changes at several youth serving agencies, including the changes in school administrative staff, altered the team membership. Efforts were underway to expand agency representation on the team when the decision to discontinue the site was made.

The Mayor believes that the project was valuable in that it established interagency communication which promoted a framework for discussing youth needs and built a foundation for creating realistic youth policies. Membership of the Technical Liaison Team and an advisory council which had been officially appointed by the Mayor, was combined and kept intact after the project terminated in Providence.

IX.

NATIONAL STAFF ACTIVITIES

The first Project Director and her assistant left the Y-CCP in early 1976. In February 1976, Mr. Jerry B. Hissong was employed by APWA as Project Director. There was no Assistant Project Director until August 1976 when Ms. Sheila Winett was selected to fill that position. During that six-month period, the Technical Analyst provided valuable assistance by writing reports, supplying needed resource materials to the community coordinators, and helping the new Project Director become oriented to his assignment.

During the year the national staff devoted much energy toward redirecting the efforts of the community coordinators from research to the planning and coordination components of the project. At least two technical assistance trips to each site were made by the Project Director during 1976. In addition, he twice traveled to Boulder, Colorado to meet with project consultants at the Center for Action Research and the Behavioral Research Institute. One of these occasions was for the purpose of serving as a resource person at a workshop where other similar projects were represented. The Technical Analyst, Mr. Harry Sherr, made one trip to each site.

In an effort to help the community coordinators to accomplish the project's planning and coordination objectives, the national staff arranged for Mr. Bart Bartholomew, Chief, Community Planning and Development, Division of Family Services, Department of Health and Social Services, Rhinelander, Wisconsin, to conduct an all-day training session at the August intersite meeting. The national staff has furnished community coordinators with many relevant articles, pamphlets, etc., to highlight methods they might use to accomplish objectives. As the staff visited each site, the emphasis on planning and coordination objectives was stressed, and a definitive strategy for accomplishing these was delineated.

A key role of the national staff during this year was as negotiators with local agencies for institutionalization of the project. In South Carolina this was particularly important when it became necessary to find a qualified, full-time coordinator and to transfer the project from one agency to another. The fact that one of the key local administrators is a long-time friend of APWA helped facilitate that transition. In Tacoma, the Project Director met with city and state officials to strengthen their support for the project. In Savannah, the Project Director, the administrator of the community mental health agency, and his business manager met to design a strategy for increased

local funding for the Y-CCP. The community coordinator is currently following the course of action outlined to accomplish that objective.

That kind of "behind the scenes" activity was consistent with the goals of the project. It helped the community coordinators become independent, trained them to use the political process for the benefit of youth, and enabled them to develop some of the required skills needed to carry on when the project ceases.

An additional role for national staff during this year has been to synthesize the components of a youth service system and provide community coordinators with a strategy for developing that system. It is often difficult for coordinators to visualize the importance of a community development effort while they are busy assisting various agencies with coordination and programmatic efforts. Therefore, the national staff has used some of its planning time to reflect on past activities and place them in proper perspective. The Model Youth Service System (see Appendix) was developed with this in mind.

There were two meetings this year with the National Advisory Committee. The May 1976 meeting was the first opportunity the committee had to actually meet the community coordinators and discuss the project directly with them. This inspired the committee to take immediate action to help get the project refunded--a very successful effort.

The meeting also helped community coordinators to understand the real influence advisory groups can have. The December 1976 meeting with the committee provided the national staff with an opportunity to share a draft of its Model Youth Service System chart and get valuable input to refine it. The national staff has made a concerted effort to keep the National Advisory Committee fully informed regarding project developments. In return, it has received generous support from the committee, along with many helpful suggestions.

The national staff continued to coordinate with other agencies vitally interested in youth. This has helped gain support for the project and to disseminate research results. As an example of this effort, the Y-CC Project (Tacoma YNA) was highlighted in the August 1976 issue of Youth Alternatives, a publication of the National Youth Alternatives Project. Approximately 75 requests were received for additional information, and every inquirer was supplied with an information packet.

With regard to project evaluation, the Y-CCP recently sent a questionnaire to every Technical Liaison Team member and others associated with the project in the five site communities. The purpose of this questionnaire was to learn the attitudes of those individuals with respect to the National Strategy, the project's goals, the performance of project staff, and the benefits derived by the community.

Overall, the results were very gratifying. Forty-six responses were received, and the majority indicated strong agreement with the National Strategy, satisfaction with the project's performance to date, and support for continuing the functions filled by the community coordinator once the project ceases. An independent evaluation is planned for the third year.

X.

LESSONS LEARNED

While it would be unwise and unfair to draw final conclusions prior to the completion of the project's third year, there are some insights that can be derived from the experiences of the first two years. It must be emphasized, however, that this is a demonstration project; and, as the name implies, we did not have all of the answers when the project began, nor do we have them now.

Project successes have already been outlined in earlier sections of this report. Therefore, in this section an attempt will be made to candidly address some of the problems encountered by the project along with some suggested solutions. We hope this discussion will serve to strengthen our efforts during the third and final year and assist others involved in future community development projects.

Objective Setting and Staff Development

Based on the problems encountered while trying to accomplish first year research objectives, it might have been more effective to reverse the sequence of objectives set for the project's first and second years. Had this been accomplished, most of the research effort would have taken place during the second year after the project had

gained a solid base in each community. This would have allowed more time to train and help community coordinators develop planning, training, and research skills.

Most of them were not adequately prepared to conduct research, and they had no organization in place to assist them. The result was that most of their time and energies were consumed trying to administer six different research questionnaires with minimal assistance at the community level. In addition, there was little thought given as to how the information gained could be related to community planning and development.

A more rational approach might have been to devote most of the first year to staff training, community education, and development of the task-oriented Technical Liaison Teams. More team orientation at the community level on how the research would be conducted and how the results could be utilized to develop an action plan for youth would have been helpful. By taking this approach, the teams could have been mobilized and trained as a work force to help conduct the research. This kind of activity could have been of assistance in solidifying team relationships and in committing members to the overall project goals.

In preparing community coordinators to cope with the herculean tasks at hand, more attention probably should have been devoted to building professional relationships at the local sites during the first project year. The involvement

of more elected officials, agency administrators, key citizens, and youth consumers probably would have aided the project greatly, particularly in the two sites where progress was minimal.

While it is conjecture to assume that organizing first and conducting research second would have yielded more substantial progress toward establishment of a youth service system in each site community, the experiences of the coordinator in Charleston seem to support this notion. In Savannah, Jefferson County, and particularly in Tacoma, once planning teams were organized and members clearly understood their roles, the number of accomplishments increased. Although research had to be upgraded during the second year, all of the community coordinators have elicited more cooperation from local agencies and have been able to conduct research with fewer problems. In some cases, they have been able to secure research assistance from local colleges which has made the job easier.

Local Sponsorship

The project's experiences in Providence suggest that more thought and caution might have been used when selecting local sponsors for the project's activities. The choice of local sponsors for a project such as the Y-CCP can significantly affect the form and substance of progress. Perhaps more significantly, selection of inappropriate

sponsors can seriously impede progress. The failure experienced in Providence, for instance, suggests that complete organizational dependence on an elected official might be unwise.

Affiliation of a project such as the Y-CCP with a political office is problematic. The Mayor of Providence was a Republican while the Governor was a Democrat. Most of the human services programs in that city are state administered. It was no small task for the coordinator, working in a city administration, to enlist the cooperation of other agencies who could not disassociate themselves from some of the political struggles that existed.

Access to political power can serve a project's efforts well, inasmuch as it can provide the community coordinator with stature and influence with key segments of the community. Often, influential administrators and citizens are well aligned with the politics of a strong incumbent official. By association with that power base, it may be possible for a community coordinator to gain cooperation and support from those groups and move quickly to institutionalize the coordinated planning process.

On the other hand, political power, by its nature, is often transitory and subject to a myriad of conflicting pressures. This can create an unstable base for long-term action. If individuals and agencies become involved in a

project and support it only because of its political ramifications, that support dissipates quickly when other interests replace the project as a political priority.

From another vantage point, political considerations often alter the direction a project takes. A community coordinator who answers to an elected official may be discouraged from addressing issues and concerns that are politically sensitive. In other words, if a community development approach is likely to "rock the boat", will a coordinator be permitted to proceed?

Conversely, the office holder may try to channel activities of the community coordinator in directions that offer opportunities for immediate political advantages. If an official is under pressure from other sources to address unemployment, for example, (s)he may try to steer the project toward a related focus and use its activities as evidence of an effort to cope with the problem.

The project's experience in Providence may have been unique, but many of these political factors fed into its activities. For these reasons, it appears that direct sponsorship of a community coordinator position, or a project similar to the Y-CCP, by the holder of an elected office is contraindicated. However, elected officials must be kept abreast of project activities. We are not implying that the political process can or should be avoided in

bringing about community institutional change; we are simply saying that no one elected official should completely "own" a project like the Y-CCP or be totally responsible for its results. The project's experiences in Jefferson County, Colorado, for instance, where the Board of County Commissioners fully supports the community coordinator's position, indicates the positive impacts that can accrue from affiliation with a group of elected officials. In Jefferson County, though, direct supervision of the community coordinator comes from the director of the County's Department of Social Services, not the commissioners.

The project's experience in Charleston highlights another local sponsorship issue and its effect on direction and progress. At this site, as was explained previously, the project has been affiliated with several local agencies--first the Charleston County Department of Social Services, then the South Carolina Department of Youth Services, then temporarily back to the Charleston County Department of Social Services, and finally with the United Way, Inc., the project's current sponsor.

These changes were necessitated by a combination of factors. They include a problem related to the original choice of a community coordinator and the need for a full-time rather than part-time coordinator. The last move to the United Way took into account a need to integrate the

project's activities with a local planning base and to institutionalize the planning process for long-term effect. Nonetheless, each change in sponsorship, regardless of its cause, brings with it a period of readjustment and a related, albeit temporary, loss of goal-directed activity which takes its toll on staff members and local accomplishments.

If there is a lesson to be learned from the Charleston experience, it is that a local sponsor should be chosen with extreme caution. This is not to imply that sponsorship should not be changed if circumstances warrant it. It does mean, however, that initial negotiations with potential local sponsors should clearly define the project's intent and methodology, spell out the project's expectations for continued programmatic and financial support, and define the services and benefits that the sponsor might expect to receive in return for such support. The risks involved should also be emphasized.

To accomplish this, the project must negotiate in good faith and carefully plan its "start-up" activities. A phased start-up might be used by beginning in one or two sites where support is strong and where relationships with local agencies are favorable. Later, as experience accumulates and the project is better able to assess what will be required from a local sponsor and what the sponsor can expect in return, other sites can be added. If this approach is not feasible, at least the project should

carefully negotiate its initial agreements and commit them to writing in order to avoid unrealistic expectations on the part of all parties. If these precautionary measures are not taken, a sponsor may become disenchanted with the project's goals and lack of initial progress. This will ultimately lead to a loss of local administrative and financial support.

XI.

ATTRIBUTES OF AN EFFECTIVE COMMUNITY COORDINATOR

The key players in the Youth-Community Coordination Project are the community coordinators. No matter how sound the project strategy, and even though everyone believes in prevention and coordination, the coordinator must "make it happen". While professional knowledge, education, experience, and knowledge of the community are all necessary, it takes more than an impressive vitae to get the job done. The ability to relate to others and to communicate effectively seem so obvious that they hardly need mentioning. Some of the less obvious attributes that are needed, based on our experience, are listed below.

Commitment

The coordinator must be dedicated fully to the project's approach--its philosophy, methodology, and goals. (S)he must really feel that the community development model suggested by the project is a viable approach to meeting youth needs. While the path to be followed in pursuit of project goals promises to be "rocky" at times, basic belief in the ultimate goals of youth development provide a stimulus. In essence, the effective community coordinator must be like a zealous missionary advocating a "new gospel"--not only does (s)he practice what (s)he believes, but (s)he can effectively sell it to others.

Self-Motivation

A community coordinator must work alone much of the time, without a great deal of supervision or professional peer support. (S)he must rely a great deal on self initiative and creativity. One who requires reaffirmation for his/her actions, or who lacks self confidence, will have difficulty bearing the burden of this kind of project. Likewise, the person who must constantly have "someone to talk to" or who requires the energy of a supervisor to inspire, prod, or direct him/her will have difficulty accomplishing much in a Y-CCP effort.

Perceptiveness

Sustained relationships must be developed with individuals from every segment of the community--elected officials, influential citizens, high level administrators, private agency and service organization representatives, labor leaders, businessmen, youth, planners, etc. Each representative will have his/her own biases, "hidden agenda", experience base, unique personal traits, etc. The community coordinator must be able to quickly identify each individual's unique perspective and be continually sensitive to it in order to gain the kind of cooperation and long-term support needed. In addition to being "streetwise", the community coordinator must possess good group work skills.

Flexibility

The approach advocated by the Y-CCP demands that the community coordinator "change hats" often. While conducting research is an important function, a primary focus will be on cultivating individual relationships and structuring support to build a youth service system. Since communities are dynamic entities, the coordinator must be able to react quickly and appropriately to ever-changing situations. Some community development activities will run into trouble early, and the coordinator may need to divert the attention of helping agents to more accessible goals. To "stonewall it" on one particular issue may doom the entire effort to failure, and long-term goals will be lost.

Openness

The effective coordinator will not see himself as the expert in all of the areas involved in a youth development effort. He is available and accessible to others who want to share their ideas, and he seeks their opinions and benefits from their knowledge. He employs a democratic style in conducting meetings, and has basic trust in the teams of fellow citizens and community leaders around him. Willingness to accept technical assistance and listen to new ideas without abandoning the precepts of the project is a definite virtue. The coordinator who tries to do everything himself cannot succeed. Once the project becomes a "we" effort, movement toward goal achievement develops

at a rapid pace.

Charisma

The ability to capture the imagination of others and to inspire allegiance and devotion is a special leadership quality few of us possess. Nevertheless, the coordinator who has this gift is far ahead of others, because, for that person, positive human relationships develop without much effort. Charisma, in the sense of this kind of project, does not mean a "dynamic smoking gun". It implies a need for one who facilitates and orchestrates rather than directs. Movement ahead, no matter how sluggish, requires someone willing to take the first step; the charismatic leader is willing to be that person, even though risks are involved, because (s)he is assured that others will follow.

XII.

PROJECT SANCTION

The previous discussions have dealt with some planning and community development issues, but none is more disconcerting than the question of sanction. Imagine the plight of the hapless community coordinator who arrives on the scene one day and announces that he is responsible for the Youth-Community Coordination Project. To accomplish his mission, he wants to conduct research and coordinate agency planning. He has no new money nor resources to offer the community, but he has some ideas about how resources can be better utilized. He is much more concerned about a community development program which will help prevent juvenile offenses than he is about rehabilitation programs.

No matter how unobtrusive his entrance, and even though he possesses all of the attributes listed in the previous section, the perplexing and yet legitimate question that arises is, "Where do you get your authority?" That nagging question persists, even now after two years with the project, and there is no easy answer. In most site communities the state, two local governments, and private agencies provide services to youth and their families. The services are diverse and often overlapping and competitive. The fact that the agencies providing them answer to political bodies that are often at odds with each other further

complicates the problem.

By its nature, the Youth-Community Coordination Project is difficult to sell. Its philosophical base sounds very academic and theoretical, its goals are lofty, and its methodology is painstaking and time-consuming. Since it explicitly advocates institutional changes within existing community systems, it is threatening to many individuals whose causes are vested in the human services industry.

Most of the community coordinators have not wanted to face the matter of sanction, yet they have been able to accomplish a great deal without it by simply relying on the support of their sponsoring agencies. The reluctance of the community coordinators to begin forming an Executive Youth Council--the ultimate sanctioning body--is understandable. In most communities the key decisionmakers have never met to discuss youth needs. As individuals, these leaders traditionally react only when there is strong pressure on them, and then their power is used to influence their own bailiwicks. To be concerned about coordinating with others in a joint planning effort has been more a matter of lip service than real action. The idea of cooperation, questioning the efficacy of current activities, and taking a fresh look at the way resources are being distributed involves certain risks. Therefore, the community coordinators, and even their local sponsors, usually prefer

not to organize the "powerbrokers" who control the way the system works.

XIII.

SUMMARY AND FUTURE PROSPECTS

The issues that have been highlighted in this report are only a few of many that could be addressed. Some key organizational questions related to the Technical Liaison Teams and Executive Youth Councils have not been mentioned (e.g., What size teams are best? What internal coordination mechanisms are necessary? How often should groups meet? Who should be involved?). These issues, it seems to us, will have to await completion of the project's third year.

At the end of two years, and with only one more project year remaining, a primary objective is to get a coordinated youth service system firmly in place in each of the site communities. Prevention is a long and laborious process; to produce something lasting, that process must be institutionalized by the communities. Therefore, during the second year, the national staff has been working with the community coordinators to help them obtain 100 percent local and/or state funding for their positions. If this can be accomplished prior to project termination, there is a good chance the communities will continue to fund the positions. Waiting until the end of the project to request the full financial involvement of the local sites--possibly in the middle of a budget year--predestines the

demise of the Y-CCP, as it would most federally funded ventures.

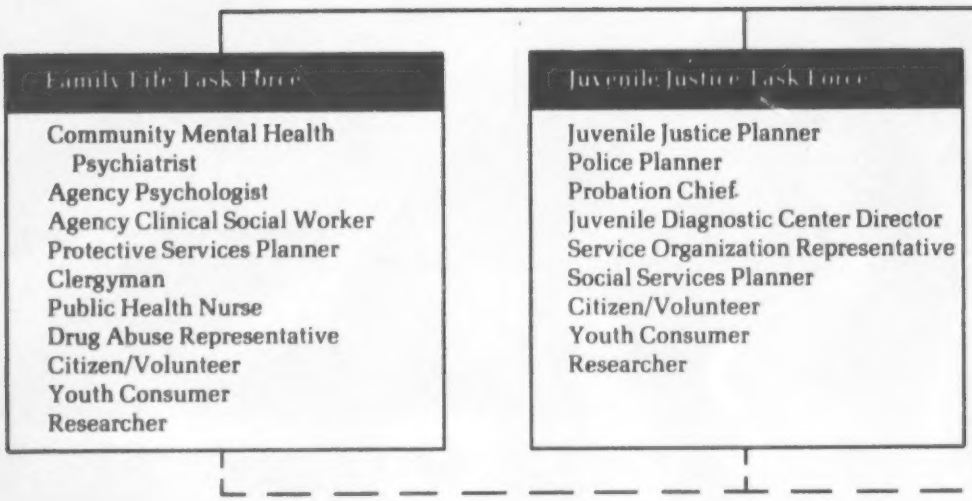
A primary emphasis during the final project year will be on training local Technical Liaison Teams and their task forces. The national staff has budgeted funds for this purpose. The community coordinators are free to set their own training objectives and select their own trainers. However, they are being encouraged to devote considerable time to some of the basics of the planning process. Hopefully, this will encourage coordinators and their teams to develop long range, comprehensive master plans for youth development in their respective communities.

While the project has not been without its share of frustrations, including a complete attrition of national staff members, the positive results have been gratifying. We remain committed to a community development approach to meeting youth needs and believe that other communities should begin allocating more resources to prevention programs. We hope the successes and failures of this project, as outlined in this report, will be helpful to them.

APPENDIX

Components

A full time community organizer with a basic knowledge of social work, community planning, public administration and research.



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American Public Welfare Association
1155 Sixteenth Street, N.W.
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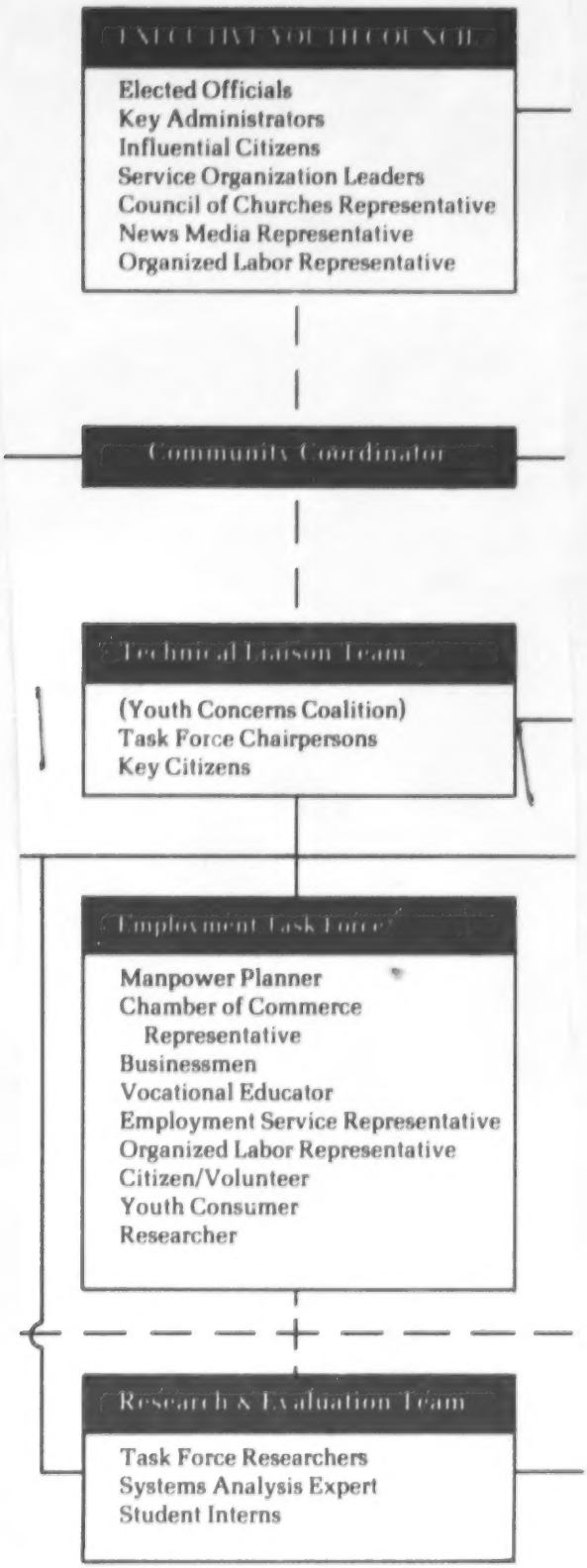
February 1, 1977

# of a Model Youth

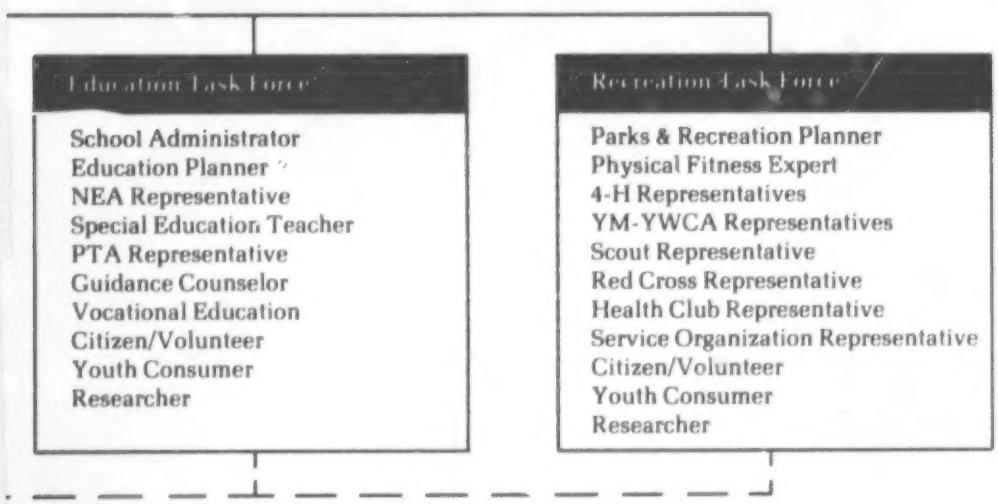


Service System

1. Sanctions Youth Service System
2. Advises Community Coordinator
3. Reviews TLT recommendations
4. Implements proposals
5. Improves policies
6. Makes institutional changes
7. Recommends legislation

1. Acts as liaison between TLT and Exec. Youth Council
2. Assures that TLT meets on a monthly basis.
3. Assures that each task force meets regularly.
4. Trains and coordinates TLT.
5. Assures that each task force is chaired by a viable leader.
6. Disseminates information and findings to agencies and the news media.

1. Develops proposals.
2. Makes recommendations to Exec. Youth Council.
3. Coordinates youth planning.
4. Supports research effort.
5. Assigns goals to each task force.
6. Develops Master Plan for youth.



1. Keeps abreast of all relevant research conducted in community.
2. Develops research plan.
3. Conducts research.
4. Evaluates specific projects.
5. Evaluates youth service system.
6. Provides technical assistance.

*1. Studies assigned goals
2. Defines specific objectives
3. Develops plans

— — Indicates coordination rather than supervision

Additional Information About the Youth-Community Coordination Project May Be Obtained By Writing to the National Project Staff:

Jerry B. Hissong — Project Director
Sheila Winett — Asst. Project Director
Harry Sherr — Technical Analyst

1155 Sixteenth Street, N. W.
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(202) 223-4541

Information About Local Project Activities May Be Obtained From the Community Coordinator at Each Site:

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Mr. Tony Dukes
Community Coordinator
United Way, Inc.
1069 King Street
P. O. Box 2696
Charleston, South Carolina 29403
(803) 723-1676

Jefferson County, Colorado
Mr. Richard Beye
Community Coordinator
Jefferson County Dept. of Social Services
8550 W. 14th
Lakewood, Colorado 80215
(303) 233-4337

Savannah, Georgia
Mr. Julius Hornstein
Community Coordinator
Dept. of Human Resources Building
Room 208
P. O. Box 188
Savannah, Georgia 31402
(912) 944-2203

Tacoma, Washington
Mr. George Dignan
Community Coordinator
Department of Human Development
755 Tacoma Avenue, South
Tacoma, Washington 98402
(206) 593-4878

Organizations Represented on the National Advisory Committee:

American Academy of Pediatrics
American Correctional Association
AFL/CIO—Department of Community Services
National Assembly of Voluntary Health and Social Welfare Organizations, Inc.
National Association of Counties
National Council on Crime and Delinquency
National Council of Juvenile Court Judges
National Education Association
National League of Cities—U.S. Conference of Mayors
National Office of Social Responsibility
National Youth Alternatives Project
Office of Child Development, DHEW
Office of Youth Development, DHEW
United States Department of Labor